

JOINT LINDON CITY AND CITY OF OREM
CITY COUNCIL MEETING
56 North State Street Orem, Utah
June 15, 2026

12:30 P.M. WORK SESSION - OREM CITY COUNCIL CONFERENCE ROOM

CONDUCTING	Mayor Karen McCandless and Mayor Carolyn Lundberg
OREM ELECTED OFFICIALS	Karen McCandless, Crystal Muhlestein, Jeff Lambson, LaNae Millett, Chris Killpack, Quinn Mecham, Jenn Gale
LINDON ELECTED OFFICIALS	Carolyn Lundberg, Van Broderick, Cole Hooley, Lincoln Jacobs, Steve Stewart, ABSENT Jake Hoyt
OREM APPOINTED STAFF	Brenn Bybee, City Manager; Ryan Clark, Assistant City Manager; Keri Rugg, Deputy City Manager; Steve Earl, City Attorney; Chris Tschirki, Public Works Director; Bryce Merrell, Library and Recreation Director; Brandon Nelson, Finance Director; Marc Sanderson, Fire Chief; BJ Robinson, Police Chief; Gary McGinn, Community Development Director; Teresa McKittrick, City Recorder
LINDON APPOINTED STAFF	Adam Cowie, City Administrator; Juan Garrido, Public Works Director; Noah Gordon, City Engineer; Mike Flourance, Community & Economic Development Director; Mike Brower, Police Chief

NOTE: The referenced report and presentation documents for each discussion may be viewed at orem.gov/meetings under “City Council Presentations”

WORK SESSION ITEMS

Renewal of Fire/EMS Services Discussion *Presenter: Marc Sanderson, Orem and Lindon Fire Chief*

Fire Chief Sanderson presented a handout highlighting the department's operations, current Lindon Fire Station staffing, and compliance documentation regarding NFPA 1710 standards. Chief Sanderson emphasized that Orem Fire stands out as one of the few departments in Utah utilizing highly specific truck, engine, and command manuals. These operational manuals assign specific seats and duties to personnel beforehand, allowing firefighters to immediately begin mitigation upon arriving at a scene rather than waiting for a battalion chief's orders.

Furthermore, the department operates a unique Critical Care Program in partnership with medical control physician Dr. Tim Gorham. Featuring 17 distinct medical variances, this

program utilizes a "critical care squad"—described as a Life Flight helicopter curriculum deployed via a ground pickup truck staffed by helicopter-trained paramedics. Chief Sanderson noted that this squad is the busiest apparatus in the city, managing critical calls across Orem, Lindon, and Vineyard.

Addressing contract negotiations, the Chief outlined current staffing models adhering to NFPA 1710, where stations deploy four personnel per fire engine and two per ambulance. While personnel costs dominate the budget, Chief Sanderson explained the operational necessity of expanding staff. Lindon previously increased its station staffing to five employees; the current contract proposal requests moving to a sixth position, bringing the total to 18 dedicated employees. This expansion allows the Lindon station to simultaneously run a fire engine and two separate ambulances.

Mr. Bybee emphasized that these agreements are true peer partnerships rather than "provider-and-customer" relationships. To reflect this equity, the department integrated the names of Vineyard and Lindon onto their official badges, uniforms, and apparatus, ensuring no single municipality subsidizes another.

The department is on the verge of opening a state-of-the-art training facility featuring multiple interchangeable buildings designed to mimic the exact structural layouts (such as garden-style and mid-hall configurations) found in Orem, Lindon, and Vineyard. The facility boasts 16 specialized rooms capable of handling live burns up to 1800°C (with technology allowing precise control down to 1600°C), outclassing major regional centers like those in Salt Lake City and the Utah Fire Academy (UFA).

Financially, this facility shifts the department from an expense model—historically spending up to \$30,000 annually to send personnel to outside conferences—to a revenue-generating model by hosting national "Fire Nuggets" conferences.

When questioned by Mayor Lundberg regarding potential regional expansion into areas like Pleasant Grove, Chief Sanderson noted that while they recently hired three paramedics from Pleasant Grove, no formal talks have occurred. However, he expressed open consideration for any expansion that maintains an economy of scale without diluting service quality.

The concrete benefits of the department's aggressive operational guidelines were illustrated by Councilmember Millett, who shared a recent account of paramedics arriving within two and a half minutes to successfully save a resident experiencing a "widow-maker" heart attack. Chief Sanderson noted that because roughly 75% of emergency responses are EMS-related, robust station staffing ensures an ambulance remains available even when primary units are deployed. On fire scenes, the department's swift tactics regularly suppress structural fires within 60 minutes from start to finish, preventing the rapid compounding of property damage where fire mass can double every minute.

Finally, these combined advancements in training, staffing, and station placement have positioned the department to drop its Insurance Services Office (ISO) rating by at least two points during its next evaluation. While achieving a flawless Class 1 rating (matching Salt Lake City) is being evaluated for return on investment, achieving a Class 2 rating is highly feasible,

potentially securing a 6% to 12% reduction in property insurance premiums for local homeowners and business owners.

Dispatch Provider Overview Discussion *Presenter: Adam Cowie, Lindon City Administrator and Keri Rugg, Orem Deputy City Manager*

Mr. Cowie explained that both cities currently contract their dispatch services jointly through Provo City's Metro Emergency Communications. However, after recently receiving notices of significant, unbudgeted fee increases from Provo, administrative teams began evaluating alternative regional options—specifically Central 911 (Central Utah 911), which serves Utah and Juab counties across 29 different municipalities. Ms. Rugg detailed the historical context, explaining that a 2022 agreement with Provo was intended to transition the system into an interlocal agreement granting Orem and Lindon equal power on a managing board. Due to administrative turnover in both Provo and Orem, this transition was lost in translation, and Provo has since indicated they are no longer interested in an interlocal board structure. This resistance has relegated Orem and Lindon to the status of a "customer" rather than a "partner," stripping them of control over policies, staff wages, and budgetary allocations.

The limitations of the customer relationship were exemplified when Orem Fire Chief Sanderson requested an additional, necessary fire channel through Provo's budget process, only for Provo to cut the request without allowing Orem or Lindon any input. Explaining the sudden mid-year price hike, Mr. Nelson noted that Provo attributed the fee increases to unallocated administrative overhead, specifically miscalculated IT, human resources, and equipment expenses. Ms. Rugg voiced frustration that Provo showed little willingness to prorate these unexpected mid-year costs. Despite these financial tensions, Ms. Rugg noted that the Provo Mayor was understanding, and all parties view the potential split strictly as a pragmatic financial decision rather than a disruption of neighborly goodwill. If Orem and Lindon officially decide to transition to Central 911, the separation would involve a mandatory one-year sunset notice to Provo, planning for a final termination on June 30, 2027, and an official launch with Central 911 on July 1, 2027. Financially, making this strategic shift is projected to save Orem and Lindon several hundred thousand dollars annually.

Chief Sanderson and Councilmember Jacobs clarified that because Lindon and Orem are deeply bound by their mutual fire contract, it would be operationally impossible to split dispatch centers independently; both cities must migrate together to maintain response efficiency. In terms of capability, Councilmember Killpack highly endorsed Central 911. Mr. Killpack stated that Central 911 is a premier, top-tier agency that outperforms Provo in maintaining technical serviceability and localized interactions. Chief Sanderson corroborated this, noting that Central 911 utilizes the gold-standard, nationally verified "Pro QA" software to dispatch medical and fire units, whereas Provo uses an inferior, lower-cost version that fails to meet Orem's previous dispatch standards. Furthermore, Orem and Lindon would secure a powerful governance position, as Central 911's managing board operates on a democratic "one city, one vote" structure regardless of population size.

Addressing service standards, Councilmember Millett raised concerns regarding whether Orem could preserve its distinct culture of responsive public service, recalling past hurdles with training Provo dispatchers on local nuances and animal control policies. She highlighted a recent failure where a citizen reported a broken public sprinkler running for 12 hours on a weekend, only for a dispatcher to dismissively tell them to wait until Monday. Ms. Rugg reassured the council that Central 911 is highly enthusiastic about onboarding Orem, which would immediately become its largest member agency. Crucially, Central 911's current dispatch manager is the former head of Orem's original dispatch center, and nine additional dispatchers are former local personnel, giving Orem strong leverage to weave specific non-emergency routing protocols (such as 24/7 public works escalation) into the upcoming interlocal agreement negotiations. Chief Sanderson added that while Provo's immediate dispatch staff are highly capable, they are ultimately restricted by rigid upper-level administration, whereas Central 911 represents an opportunity to transition from "good" or "better" services to the absolute "best" level of care.

Wastewater Treatment Facility Upgrades and Future Costs Discussion *Presenter: Reed Price, Orem Public Utilities Director*

Mr. Price highlighted the deeply integrated utility partnership between the municipalities, noting that Orem treats 100% of Lindon's wastewater flow. The plant processes approximately 9 million gallons of wastewater per day (MGD), with Lindon contributing roughly 13% of that volume. After treatment, the high-quality effluent flows through Powell Slough and terminates in Utah Lake.

Director Price referenced a comprehensive engineering asset and facilities evaluation initiated between 2020 and 2021 and finalized in 2022. The review determined that critical investments are urgently required to mitigate failures stemming from aging structural components, older assets that no longer satisfy modern building and safety codes, inadequate process performance regarding permitted effluent limits, and strict requirements for the classification of land-applied biosolids. To combat these risks and satisfy state mandates regarding phosphorus removal, the cities previously completed a tertiary treatment and water reuse plant.

The facility upgrades are outlined in a comprehensive 20-year master plan divided into four distinct phases. While the total plan was valued at \$160 million in 2022, compounding inflationary pressures and the strategic re-prioritization of specific projects have driven Phase one cost projections upward. Initially estimated at \$58 million, the first phase—spanning the next five years—is now projected to cost \$88.8 million in raw construction across 10 prioritized projects. Factoring in an additional \$6.6 million in engineering and design fees, the total near-term funding requirement stands at \$95.4 million.

When asked by Mayor McCandless how much of this capital expenditure is forced by state and federal environmental mandates, Mr. Price estimated that regulations account for 25% to 30% of the total, with the remainder driven by natural lifecycle deterioration. Contractually,

capital costs are split based on long-term capacity rights negotiated 15 to 20 years ago. Orem is responsible for 85.68% (\$81.8 million), Lindon holds a 12.24% share (\$11.7 million), and Vineyard covers the remaining 2.08% (nearly \$2 million).

Because Orem does not hold \$80 million in liquid cash reserves, the city has been incrementally raising sewer utility rates over the past three years to secure a fund balance and prepare for upcoming debt service. To finance the \$95.4 million Phase one pipeline—of which nearly half is already fully designed and ready for construction—Orem will issue municipal bonds backed by its top-tier AAA utility fund bond rating, guaranteeing optimal market interest rates.

For Lindon's \$11.7 million share, standard cash payment upfront is highly unlikely given the large price tag. A separate, independent bond issue by Lindon would be administratively inefficient. Consequently, Mr. Cowie and Mr. Garrido are evaluating two collaborative financing avenues: 1) Joint Bonding: Lindon joins Orem's high-rated municipal bond and makes structured annual debt service payments to Orem, mimicking a successful 2012 plant expansion framework that Lindon is still actively paying off via a state loan. 2) The "Bank of Orem" Framework: Lindon utilizes Orem's internal cash reserves to fund immediate capital expenses. Lindon would then reimburse Orem over time at a highly competitive interest rate pegged to the Public Treasurers' Investment Fund (PTIF). Cowie lauded this internal loan strategy as a remarkably generous and flexible option for Lindon.

Mayor Lundberg raised crucial questions regarding whether this massive financial investment accounts for the disparate, exponential residential growth seen in neighboring communities like Vineyard compared to Lindon's fixed build-out population ceiling of roughly 17,000 residents. Mr. Price clarified that the Orem facility possesses a maximum hydraulic treatment capacity of 15 MGD, meaning the structural footprint and tank sizes are already properly scaled for eventual build-out conditions.

The upcoming capital projects will primarily focus on re-outfitting and replacing internal mechanical apparatuses within structures built in the 1980s, effectively extending the operational life of the primary infrastructure by 50 or more years. Furthermore, Mr. Price and Mr. Garrido clarified that Vineyard's exponential growth does not threaten the plant's capacity; Orem only services a small southern segment of Vineyard from 400 South, while the remainder of Vineyard's wastewater is routed to the Timpanogos Special Service District. Under the long-term allocation agreement, Lindon owns exactly 1.6 MGD of the plant's total 15 MGD capacity, a threshold expanded from 1.2 MGD years ago to fully absorb Lindon's projected build-out growth.

Orem 2000 North/Lindon 200 South Road Maintenance Agreement Update Discussion

Presenter: John Dorny, Orem Public Services Director

Mr. Dorny presented an updated draft agreement intended to replace an outdated 1980 contract. The 1980 agreement lacked technical detail, simply mandating that each city handle standard care and maintenance for their respective sections.

Historically, Lindon maintained the corridor spanning from 1000 West to Lindon Park Drive, while Orem maintained the surrounding segments. However, a major jurisdictional shift occurred in 2019 when both municipalities transferred ownership of the freeway off-ramp sectors to the Utah Department of Transportation (UDOT). This transfer effectively eliminated the specific road segments previously managed independently by Lindon and Orem.

The newly drafted agreement establishes a simplified management framework for the remaining shared boundary lines. Lindon is currently in the middle of a comprehensive roadway reconstruction project between State Street and 1000 West, which is written into the contract as an explicit obligation to be finalized by the end of 2026.

Following the completion of Lindon's reconstruction, the proposed plan dictates that Orem will assume full, centralized operational responsibility for standard repair and maintenance across the entire shared boundary corridor from 1000 West all the way over to Skyline Drive. In exchange for Orem performing the physical upkeep, the contract establishes a clear 50/50 financial split. Orem's Obligation: Manage all daily operations, standard repairs, and maintenance activities (detailed thoroughly across sections 2.1 through 2.11 of the draft agreement). Lindon's Obligation: Timely reimburse Orem for exactly 50% of all accrued hard maintenance and repair costs.

Looking ahead, Orem has scheduled a major road reconstruction and asphalt overlay project for this corridor in 2031. To prevent newly paved surfaces from being cut up, the contract dictates that if either city needs to perform underlying utility work, it must be fully completed at least one year prior to the 2031 project. Sections 5 through 17 of the document cover standard legal recitals, financial penalty frameworks, and late payment terms.

Administrators emphasized that the agreement remains strictly in draft form. Mr. Cowie and Mr. Garrido noted that their team submitted a series of formal comments and revisions to Orem's legal counsel about a week and a half prior, and are awaiting a follow-up meeting to finalize the details.

A primary point of ongoing negotiation centers on "soft costs," such as internal staff labor and engineering design time. Because Orem's internal staff typically manages engineering and design work in-house without hiring third-party contractors, the cities have not yet determined how to equitably track, calculate, and split those internal labor reimbursements.

Lindon Hollow Drainage Agreement and Joint Maintenance of Waterway and Wetlands

Discussion *Presenter: Juan Garrido, Lindon Public Works Director*

Mr. Garrido introduced visual mapping to trace the regional drainage corridor, which collects critical stormwater runoff from three distinct municipalities: Orem, Pleasant Grove, and Lindon. Under a binding inter-local agreement, the financial and operational responsibilities for the stormwater flows are split according to historical runoff contributions: Orem: Responsible for 51% of the total flow. Pleasant Grove: Responsible for 17% of the flow, which empties through a central drainage channel splitting through the middle of Lindon. Lindon: Responsible for the remaining 32% of the flow.

Because the physical municipal boundaries of Orem and Pleasant Grove do not extend directly into this specific drainage area, Lindon has assumed the lead operational role. Lindon is tasked with overseeing channel flows, executing physical channel maintenance, and managing water quality initiatives.

Mr. Garrido noted that the channel has suffered from severe environmental degradation. Environmental studies tracing back to the late 1990s and early 2000s recorded high E. coli counts and heavy turbidity levels within the water stream. The channel's baseline capacity handles a steady three to five cubic feet per second (cfs); however, severe storm events trigger massive surges up to 200 plus cfs. These drastic volume fluctuations have caused severe structural erosion along the steep, canyon-like banks of the neglected channel.

To resolve these environmental issues, Mayor Lundberg successfully secured an initial American Rescue Plan Act (ARPA) grant between 2021 and 2022 tied directly to the Utah Lake Water Quality Program. The original state grant provided \$700,000 against a 20% local matching requirement (requiring the combined cities to provide roughly \$200,000, split according to their respective 51/17/32 flow percentages). Following a successful site inspection by state officials, the state awarded an additional \$300,000, bringing the cumulative project funding to \$1 million. Mr. Bybee noted that Orem's recent utility budget adjustments anticipated these rising infrastructure obligations.

The \$1 million funding pool will cover a complete "riparian reconstruction" from Geneva Road up to the wetland bridge. To mitigate the high velocity of the storm surges, engineering teams will lift the eroded floor of the channel and cut back the steep top banks. Laying the slopes back will transform the narrow, canyon-like ditch into an accessible, stabilized waterway that naturally slows water velocities, allowing sediment to settle while opening up safe areas for public fishing.

The infrastructure improvements double as a massive regional beautification project for the Lindon Heritage Trail. The multi-use trail creates a continuous recreational link running from Utah Lake past the local temple, down Center Street, through City Center Park, underneath State Street via a dedicated tunnel, and up to the foothills where it junctions with the Murdock Canal Trail.

Finally, Mr. Cowie reminded the council that Orem, Lindon, and Pleasant Grove jointly own the permanent wetland basin based on their agreement percentages. Originally purchased years ago to block a massive industrial development by Anderson Geneva that would have filled the marsh, the land serves as a vital natural stormwater detention basin. The acreage is locked under a permanent conservation easement, protecting the open public space, surrounding wildlife, and local beaver populations from any future industrial encroachment.

Legislative Interests in Common Between Cities Discussion *Presenter: Adam Cowie, Lindon City Administrator and Brenn Bybee, Orem City Manager*

Mr. Bybee opened the discussion by noting that regular participation in the Utah League of Cities and Towns (ULCT) Legislative Policy Committee meetings provides a broader

framework for the two municipalities to strategically coordinate their lobbying resources. Over the upcoming year, Mr. Bybee emphasized that both cities must maintain open communications and a unified front to protect local water sourcing rights, municipal water decision-making, and water asset control from state encroachment.

A primary emerging micro-mobility concern involves the regulation of e-bikes and e-scooters on interconnected municipal trails, most notably the high-traffic Murdock Canal Trail. While state statute provides basic baseline regulations, local administrations are grappling with balancing the positive aspects of outdoor youth activity against the public safety risks posed by heavy, high-speed electric models. To ensure consistency across municipal lines, Orem has joined a dedicated Utah County micro-mobility committee to draft standardized regional trail ordinances, vowing to share all data and policy frameworks with Lindon to prevent disjointed, "island-like" local enforcement.

Mr. Cowie shifted the conversation to broader structural threats from the Utah State Legislature, urging elected officials from both councils to use their personal political capital to advocate for local control when meeting with state legislators. Mr. Cowie cautioned that upcoming state-level bills are expected to further restrict and tighten how cities can utilize property taxes as an internal capital financing mechanism. Similar statutory pressures are mounting against municipal land-use authority and local affordable housing mandates, which are increasingly being dictated by heavy-handed state legislation.

On a positive fiscal note, Mr. Cowie credited the legislature for recently approving the Transportation Utility Fee (TUF) option, which legalizes a steady, alternative funding mechanism for local street and road maintenance. Councilmember Millett summarized the joint council sentiment regarding sweeping, state-mandated municipal interventions, declaring the state's top-down legislation as a "one size misfits all" approach that overrides local autonomy.

North Union Irrigation Co. Dissolution and Possible Canal Trail Discussion *Presenter: Juan Garrido, Lindon Public Works Director, Gary McGinn, Orem Community Development Executive Director and Reed Price, Orem Public Utilities Director*

Mr. Garrido and Mr. Price—who serves simultaneously as the President and Vice President of the irrigation companies—outlined the spatial footprint of the network. The historic canal network originates at the mouth of Provo Canyon, cuts through Orem, transitions between water entities at 800 North, and extends north through Lindon into Pleasant Grove and American Fork.

Historically, Orem held a dominant stake in the Provo Bench Canal and Irrigation Company, while Lindon was the majority shareholder of the downstream North Union Canal Company. In November 2025, the North Union Canal Company officially voted to stop delivering agricultural and irrigation water. Because Lindon shifted its primary municipal water shares directly into the more modern and closed Provo River Aqueduct, the open canal network lost its operational hydraulic volume, rendering it impossible to sustain service for the few remaining private shareholders.

The corporate entity is actively finalizing the legal paperwork to disband and permanently convey all remaining water rights back to individual stakeholders. Critically, because the canal company holds no fee-simple property and operates purely on an ancestral "prescriptive easement," the full legal closure of the company will trigger an official abandonment of that easement. Following a statutory 90-day window after abandonment, the company will legally walk away from all liability, leaving the underlying land parcels to reversionary claims by adjacent homeowners.

To capture this corridor before it is permanently fractured by private property disputes, Orem has partnered with the Mountainland Association of Governments (MAG) to secure an infrastructure grant. The city issued a formal Request for Proposals (RFP) and received two competitive planning bids from design consultants Avenue Consultants and Landmark Design. The upcoming MAG-administered feasibility study is designed to address two main challenges:

- 1) Community and Public Outreach: In Orem alone, the canal corridor spans more than five miles, bisecting tightly packed residential zones with lot sizes ranging from 7,500 to 8,000 square feet. With more than 14,000 residents living within immediate walking distance of the banks—alongside numerous churches, parks, and schools—local feedback has varied wildly. Some adjacent homeowners are actively attempting to quitclaim the canal segments behind their homes to their own private deeds to block municipal access. Conversely, other residents have petitioned for a public trail system, while many complain that the dry ditch has become an attractive nuisance for illegal yard-waste dumping and criminal activity.
- 2) Technical Utility Analysis: The study will comprehensively evaluate the corridor's viability as a centralized utility baseline. This includes mapping potential shallow aquifer recharge infrastructure in tandem with the Central Utah Water Conservancy District, which seeks to preserve portions of the water conveyance easement to pump surplus water from the nearby Provo River back into local aquifers.

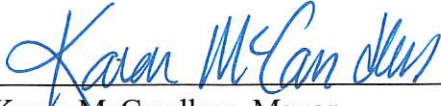
Mr. McGinn issued a warning regarding the structural stormwater hazards tied directly to the timeline of the canal company's dissolution. Although the irrigation company is no longer actively delivering water, a massive volume of private and public stormwater runoff is still plumbed directly into the open ditch. If the canal company walks away without a successor inter-local drainage agreement, individual property owners may begin backfilling or blocking their respective sections of the channel. If one homeowner fills their segment while an upstream neighbor continues to drain storm runoff, the water will have no egress, creating localized flooding hazards that municipal public works crews will be legally forced to resolve.

To prevent these flooding liabilities and protect the corridor's long-term municipal value, Mayor Lundberg and Orem City Manager Brenn Bybee directed their respective city attorneys and engineering staffs to share legal research immediately. The administrators aim to determine if a new, joint municipal stormwater conveyance entity can legally assume the canal's prescriptive easements before the 90-day abandonment window lapses. Mayor Lundberg closed the meeting by praising the deep "sister city" relationship between Orem and Lindon, expressing

a commitment to move away from the historical five-to-six-year gap between joint summits in favor of hosting these collaborative policy meetings at least once a year.

(These minutes were created with the help of AI)

PASSED and APPROVED on this 14th day of July 2026.



Karen McCandless, Mayor

ATTEST:



Teresa McKittrick, City Recorder



COUNCIL MEMBERS

	<u>AYE</u>	<u>NAY</u>	<u>ABSTAIN</u>	<u>ABSENT</u>
Mayor Karen McCandless	☒	☐	☐	☐
Chris Killpack	☒	☐	☐	☐
Crystal Muhlestein	☒	☐	☐	☐
Jeff Lambson	☒	☐	☐	☐
Jenn Gale	☒	☐	☐	☐
LaNae Millett	☒	☐	☐	☐
Quinn Mecham	☒	☐	☐	☐